

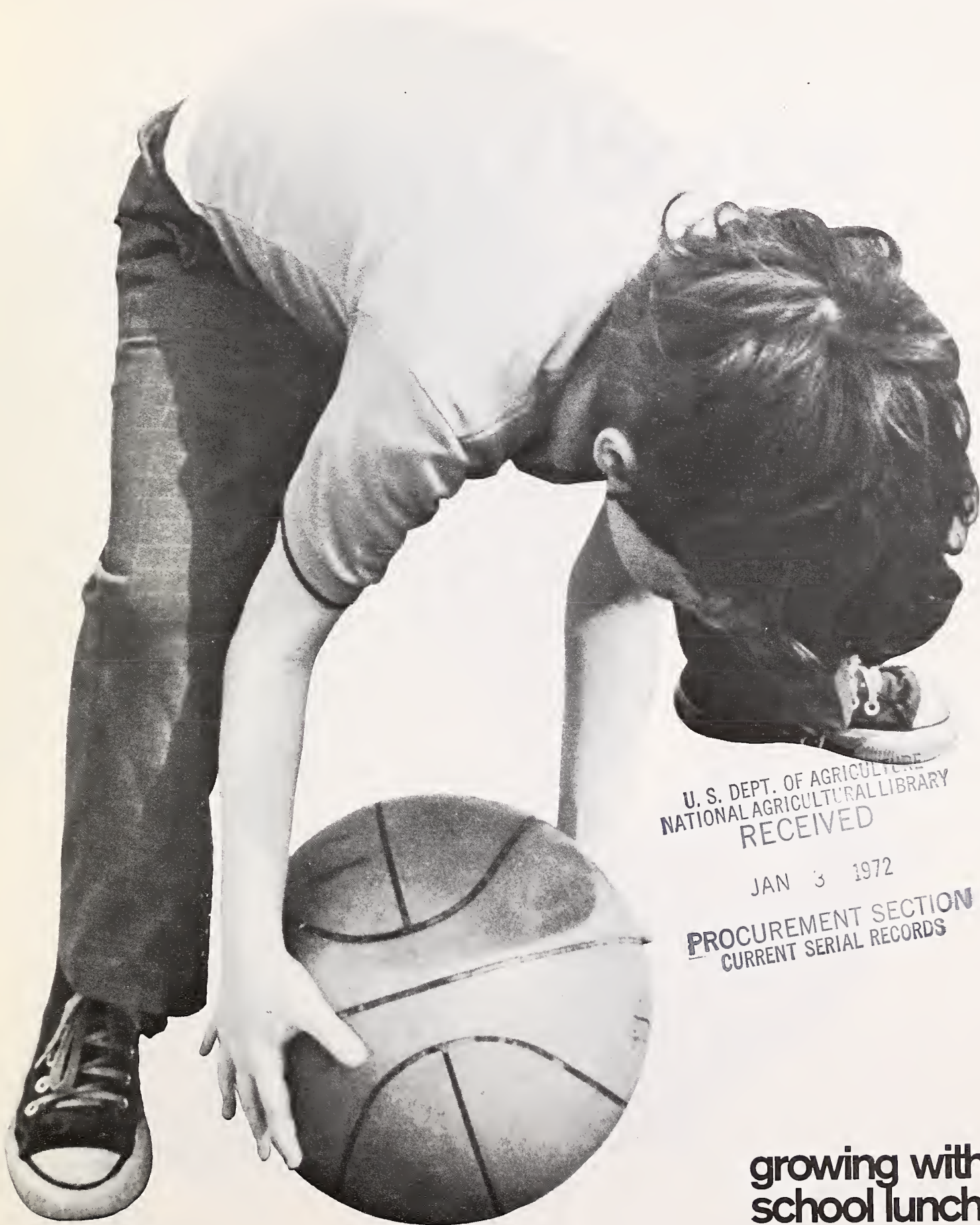
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growing with
school lunch

**school lunch looks to
the
future**



BY RICHARD LYNCH
Assistant Secretary

THIS YEAR MARKS the 25th Anniversary of the 1946 National School Lunch Act that is the basis of the partnership and cooperative efforts of the Federal Government, States, and local communities in trying to improve child nutrition.

Since the first year of the program, the number of children taking part has grown from 6.6 million to a record peak of 24.6 million in 1971. As a result of the emphasis on feeding needy children in the legislation signed into law in May 1970, an unprecedented 7.3 million needy youngsters were reached with free and reduced-price meals in both April and May of this year.

We have today, therefore, both the maturity of 25 years of accumulated experience—and the responsibility for the world's largest food service operation. In total—food, labor, equipment, services—the National School Lunch Program is a business which adds up to \$2.5 billion a year.

Whatever our role in this huge system, we are all part of a partnership. Those of us in the Federal Government are in partnership with the States, and with the local school districts, and with the children and their families, who are paying for this system—directly for their lunches, indirectly through their taxes.

In round estimates, the Federal Government pays about 33 percent of the total cost of the school lunch program, and the State and local governments put in roughly another 23 percent. The remaining 44 percent comes from the payments of the children who pay for their lunches.

The school lunch program, then, is not a Federal program, nor is it a State or local program. It's truly a joint venture in all respects. We in USDA try to keep this firmly in mind; we believe we should leave as much flexibility as possible for decision-making at the local level.

At the same time, we at the Federal level do have a responsibility for the administration of over one billion dollars in Federal funds for all child nutrition programs. We must, in the granting of those funds, exercise proper concern, and demand proper responsibility for prudent decisions and for good management.

This makes it essential that we strive for a skillful central administration for this huge child nutrition system. And we must take advantage of every kind of modern communication and management techniques so we can gather the facts, dispense information, and make soundly based administrative decisions at the Federal, State and local levels. I hasten to add, that we stand ready to discuss changes which will improve the program.

An increasingly necessary ingredient for success in our school lunch program is a high degree of management integrity. All of the planning, and all of the reporting, and all of the regulations are meaningless unless we maintain a discipline in implementation.

We must have discipline in conforming to the regulations prescribed. We must have discipline if we're going to live within our budgets. Fiscal discipline is always difficult, but it is absolutely essential.

To be more specific, this involves such issues as the interpretation of eligibility for free and reduced-price lunches, or any other special benefits. We cannot tolerate State and local arrangements which are contrary to the regulations and which have the effect of spending Federal funds set aside for needy children on lunches for the non-needy, or at rates which cannot be maintained

during the full academic year.

We are not going to tolerate, for example, the use of the so-called "majority system." That's the name that's being used for the situation where a school has a majority of its children eligible for free or reduced-price lunches, but makes the free and reduced-price lunches available to all of its total enrollment—those who don't qualify for them, as well as those who do. This kind of spending of school lunch funds is not contemplated by the Congress, and it is not contemplated by the Administration.

During this coming year, we will be doing some checking on this. Where schools or States are deviating from the regulations, it will be our policy to make an assessment upon the offending school districts and require them to pay any additional costs. If necessary, funds will be withheld from the State allocations.

It will no doubt be true that everyone will not agree with the law, the regulations, or the level of funding. Perhaps that is a gross understatement. But while it is the law, while it is the regulation, while it is the budget, we all have an obligation to faithfully abide.

As we look ahead, we will need to be sure that our accumulated experience of 25 years is put to its best use in developing, broadening, and expanding the child feeding programs. I believe we have an opportunity for tremendous accomplishments in child nutrition with the priorities and resources that are and will be available. There is room for much improvement, and we will strive with vigor to improve the performance on the Federal side of our partnership.

While I am sure there will be problems ahead and maybe some frustrations, nonetheless I am highly confident for the future of child nutrition programs. One reason for this is the strength of those who serve at the State and local levels with such skill and sincere dedication. ☆



How the District Feeds Its Kids

in the District had kitchen and cafeteria facilities. Today, the total with kitchens has risen to 99 out of 189 school buildings.

In 1968, the District was serving lunch to about 31,350 youngsters; today it is serving 72,000 children. Of these, 45,000 receive free lunches.

In order to avoid stigmatizing children who are receiving free lunches, the students are issued tickets that are all the same, with a numbering device the only differentiation.

In addition to getting cash reimbursement from USDA's National School Lunch Program, the District also uses USDA donated foods in its menu planning for its lunch program.

What were the problems that the District faced about 3 years ago, when its school lunch director and his staff squarely faced the goal of upgrading the school lunch program for the District's children?

The first problem was to meet the nutritional needs of the children, while the long-range expansion of kitchen facilities got underway. Initially, bag lunches were used to insure reaching as many youngsters as possible—with hot lunches set up only in four schools. However, the acceptability of the bag lunch went down, and the decision was made in February 1968 to expand the hot lunch program.

The staff set March 1969 as a target

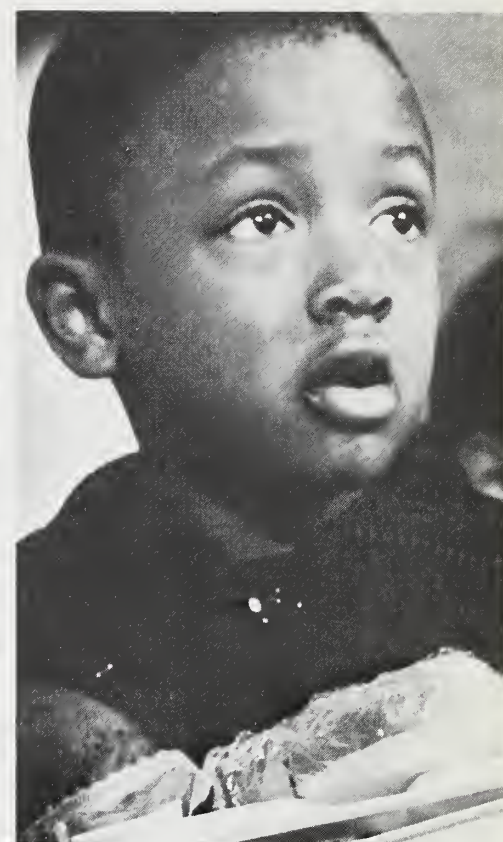
ASK ANYONE IN THE schools of the District of Columbia: building a feeding program that can reach all the schoolchildren in a large city can be a rough job!

In 1968, only 63 of the 185 schools



Feeding the kids of the District of Columbia is a full-time job for many people. The day begins early for those who work with school food service. To help the workers speed up their operation, the District has purchased two special packing machines. The lunches are packaged in small containers, put on a conveyor belt leading to and through the machine, where they are sealed mechanically, and packed in boxes to be shipped out to the satellite schools. In this chill-and-serve operation, the lunches are delivered to the schools in refrigerated trucks and heated up in time for lunch. With hot lunches, the containers are sealed by hand with aluminum foil.





date for replacing all bag lunches with a hot lunch. This was to be accomplished by satelliting—that is, using one or two large cafeterias to serve all schools in the area, including those without cafeteria service.

The city was divided into four basic areas to help the staff determine which schools with kitchens could support schools without kitchens in each area. With this set-up, the school lunch staff could zero in on feeding its youngsters, with special emphasis on reaching needy kids.

Some of the biggest problems faced in updating old schools to new

food ideas included equipment dilemmas. Many schools did not have the space to hold equipment that is needed for a modern lunch operation. Just getting the equipment hooked up to the utilities took a great deal of patience and hard work.

In addition, the older schools in the District presented a problem because of steps located where the food carts would normally be rolled in. This problem has been remedied by tote chests, which do not have to be rolled over the steps.

The work on the schools has been done building by building in what

one staff member called “pick and shovel work”.

Food service personnel have been familiarized with new techniques through seminars and retraining programs. These include basic food preparation, use of USDA donated foods, and use of convenience foods.

The new schools that are being built will have their kitchens geared to the use of convenience foods, which means a heavy demand for good refrigeration.

The District has modified the satellite program to include a chill-heat-and-serve service. Under this system, lunches can be delivered to the school early in the day and heated up at lunchtime, as opposed to the kept hot lunches, which must be delivered closer to the noon hour and kept warm till lunch. This frees trucks that transport the lunches to deliver early in the morning and avoid the noon jam.

The chill-pack operation is aided by a machine, which enables packing up to 1,000 lunches in 30 minutes in this way: Specially designed poly-



Kids are very particular about the food they eat. So school lunches are planned with their special tastes in mind. All schools participating in the National School Lunch Program serve the USDA recommended Type A lunch, which consists of meat or meat substitute, fruit or vegetable, bread and butter or margarine, and a half pint of milk. A favorite lunch of youngsters might well be a hamburger patty on an enriched bun, garnished with sliced tomato, carrot and celery sticks, with green beans, peaches and milk.

styrene disposable containers are placed on an assembly line. The containers have two cavities, with enough depth for a small orange. Workers fill the container as it moves along the line toward the sealer. As the tray reaches the end of the conveyor belt, it is mechanically sealed with an easily peelable film.

The dividers in each container are level with the outer perimeter of the tray, making possible a positive seal for each cavity, thus preventing spillage of juices. The individual lunches are then boxed, 64 to a box, to be sent to the satellite schools. The lunches travel in refrigerated trucks to the satellite schools, where they are distributed to the children.

Two of these machines have been purchased by the D.C. Food Service for use in the regular school lunch program. They will be adapted to package both hot and cold portions of the Type A lunch in separate containers in special pockets on an 18 foot conveyor belt.

Some food items, such as applesauce and fruit cocktail, will be

automatically dispensed. During the packaging of the hot portion of the meal, the sealer mechanism is deactivated and the containers are manually covered with aluminum foil as they come off the conveyor belt.

In the central kitchen the hot portion of the lunch is prepared and then immediately refrigerated to a temperature of 38 degrees F. Chilling the food helps retain its quality and wholesomeness, and makes it easier to handle during packaging.

When the packaging process is ready to begin, the food is brought out, packaged, and then returned to the refrigerator in wire baskets. The cold portion of the meal, including a "spork" packet (straw, napkin, condiments, and a spoon-fork combination utensil), is then packaged.

All the food is transported to the satellite locations in a chilled state, using refrigerators at the satellites to store the cold trays while the hot foods are warmed in convection ovens. When the food is warm, the children pick up a cold food container, a hot food container, and

1/2 pint of milk . . . a completely balanced Type A lunch.

The hope is that the chill and serve system will eventually accommodate the District's needs—with four kitchens, one in each geographic region of the city, preparing enough lunches to serve the city's youngsters.

The District is striving to make school lunch an educational experience and hopes to eventually include nutrition education as a regular subject in the curriculum.

In three schools in the city, physical fitness has been combined with a school breakfast program. Approximately 450 fifth through seventh graders start each schoolday at 6:45 a.m. with a supervised exercise period, followed by a hot shower and a hot breakfast. Many of the children are recommended by their teachers and counselors.

The problems of the District of Columbia school feeding program are very human ones. Those involved are working to reach as many youngsters as possible with the total concept of good nutrition. ☆

Children participating in the Follow-Through Program are under special scrutiny to see what impact nourishing meals have on their physical, emotional and intellectual development. Over 5,400 youngsters are enrolled in the program in Philadelphia. Teachers at the Waring School say that the children are healthier, more alert, and eager to learn.

Food to Follow Through



EATING LUNCH IS NOT always a special event. But at the Waring School—and 18 other schools in Philadelphia—where the youngsters are getting VIP treatment, it is. The reason: they're taking part in a 4-year experiment, the Head Start Follow-Through Program, sponsored nationwide in low-income areas by the U.S. Office of Education.

Although they eat the same Type A lunch that other children participating in the National School Lunch Program get under the auspices of FNS, an important difference is that they're under special scrutiny to see what

impact a good meal has on their learning capacity and general well-being.

Now in its fourth year of operation, this program is being carefully watched by educators, parents, doctors, government officials, and others concerned with the plight of the malnourished, underachieving child.

If successful, educational concepts may be revised, and the program at the Waring School, or some variation of it conducted in another participating school, may become the prototype of the educational system of tomorrow.

One important question Head Start Follow-Through is searching for an

answer to, is: Can food help to bridge the gap between what schools expect of children and the ability of children to meet these expectations?

"No head start in academic learning or even cultural enrichment will succeed if it has to be swallowed on an empty stomach," said Dr. Bruno Bettelheim, University of Chicago psychologist and world authority on childhood emotional development and disorder. "If we are to make learning possible for deprived children, I suggest we first concentrate on feeding them in school."

Food is therefore regarded as the key that may open doors in the Follow-Through Program.



Observation and tests of the kindergartners of 3 years ago who are now in the fourth-year phase of Follow-Through program at the Waring School show positive results. The children are checked periodically by a team of psychologists, doctors and dentists.

Each participating school operates its program under one of seven model educational approaches. (Nationwide 20 exemplary approaches to the education and development of young children are being studied.)

Classes are small, with at least one full-time aide for each teacher.

Parents and the community are also deeply involved, with support

coming from team-leaders, social workers and psychologists.

"We meet regularly with the parents," said Mrs. Leontine D. Scott, Follow-Through coordinator for the Philadelphia School District. "Each school has a policy advisory committee, consisting of the school staff, parents and community representatives, who help in decision-making."

As part of decision-making, the committee, for example, may meet with the school nutritionist to confer on the foods in the lunch menu, or to select a recipe to replace one the children dislike. They may request an ethnic food with good nutritional value. Or they may

request the fruit rather than fruit juice be served as the morning snack. The mothers find that too much liquid dulls children's appetites for lunch.

These good, constructive suggestions are welcome, as are the parents' offers to work as volunteers.

Over 5,400 youngsters in public elementary schools are now enrolled in Follow-Through in Philadelphia, compared with only 1,300 when the program started in September, 1968. Last January, eight parochial schools also joined. Now plans are afoot to enroll preschoolers, to give them a better head start on the educational road.

Food is regarded as the key that may open doors in the Follow-Through Program. The children receive a nourishing morning snack and lunch free of charge. Hot meals are "satellited" to the Waring School and served to the children in foil-covered food trays, along with a plastic tray of cold foods, bread, and a half-pint container of milk. As the children progress, they are checked periodically by a team of psychologists, doctors, and dentists.



All children in Follow-Through receive their meals free of charge, while the teachers and their paraprofessional aides pay. Snacks generally consist of fruit juices or milk and cookies. Lunch is the USDA prescribed Type A lunch, designed to provide one-third to one-half of a child's daily nutritional needs.

The meals are provided for 17 of the 19 participating schools by means of a "satellite" arrangement, with all meals centrally prepared and trucked to the schools, where they are reheated at lunchtime.

Lunch is more than a routine cafeteria arrangement. Food is heated in the classrooms in large convection

ovens, the kind used on long plane flights—all shining aluminum and see-through glass. The children see their foil-covered food trays delivered daily, stacked in the oven and heated for fifteen minutes, by which time the food inside has become piping hot. The food trays are then distributed along with a plastic tray of cold foods, bread and a half-pint container of milk.

Only two of the Follow-Through schools have their own cooking facilities, and in both the children eat in the general lunchroom.

"We particularly favor the 'satellite' feeding program," said Mrs. Scott. "It gives the children family-

type feeding in their own rooms and a chance to talk more and be more relaxed. The teachers and paraprofessionals eat with the children. They encourage the children to eat more, to become more familiar with new foods and to learn about nutrition. In schools with on-site cafeterias, the atmosphere can be very impersonal, but we try to make eating a happy time."

At the Waring School, from school principal Charles M. Day to Follow-Through team leader Dorothy M. Rogers, and the kindergarten, first and second grade teachers, enthusiasm for the program runs high. The consensus is that the children are

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more alert, healthier and better adjusted to the learning routine.

"Some of the children have improved remarkably," said Mrs. Jeanne Klein, kindergarten teacher.

"We've found the children show not only gains in weight, but also gains in growth, and greater awareness and participation in classwork and activities," said Mrs. Virginia Izzard, second grade teacher. She also spoke of the psychological impact of the program. "The children are now much calmer, far less tense and less hyperactive."

Mrs. Frances Murphy, first grade teacher, said: "I think many children were irritable and hard to reach be-

cause they often don't have a real meal at home. Dinner for them is mostly beans and rice, and occasionally chicken."

Most of the youngsters at the Waring School are of Spanish background and are not used to many of the school lunch foods. But with encouragement, they're learning to like them more and more. For example, at first many didn't like milk, because they were accustomed to drinking coffee. Now, they all drink milk. Many didn't like vegetables, because they are prepared differently at home.

As the children progress, nutrition education is being emphasized. In

classrooms colorful charts, handiwork, and pictures adorn the wall. These tell how the youngsters relate food to health, behavior and their school work.

Follow-Through participants obviously like what's happening . . . the youngsters whose health, well-being and educational abilities are being strengthened . . . the teachers and paraprofessionals who find their pupils happier and more receptive to learning . . . and school officials, who are working together to help develop a breed of children become well-equipped to get the most out of their school experience and the years ahead. ☆

IN WESLACO, A TOWN in the lower Rio Grande Valley of Texas, school lunch workers have found a way to get children to school cafeterias where they eat nourishing noon meals.

When the lunch bell rings, more than a thousand Weslaco youngsters break for the bus. Pronto, the bus is full of hungry children on their way to one of the two cafeterias in

a school system with 5500 students.

One cafeteria near the campus of two schools serves students from several other schools. It is a small building with a seating capacity of only 210 students, but more than a thousand youngsters run through the line from 11:00 a.m. to 1:00 p.m.

At the Stephen F. Austin elementary school, there's another cafeteria with a seating space for 140 stu-

dents. It serves about 800 students from 11:30 a.m. to 1:00 p.m. Despite these crowded conditions and tight scheduling, students get a completely nutritious lunch.

"There are so many school buses on Weslaco streets during the noon hour that visitors sometimes ask what is going on," said Jack Schulze, Federal program coordinator for the Weslaco Independent School District.

As soon as the students have eaten, they go to the bus, which returns them to school.

With such inadequate school feeding facilities, officials are unable to feed all of the 2,000 children who would be eligible for a free or reduced price lunch under USDA's poverty guidelines.

"We take those children in the greatest need first," Mr. Schulze explained.

There are several reasons for Weslaco, a town of more than 20,000 people, having only two school cafeterias. According to Superintendent Otto W. Longlois, cafeterias were not needed when the first schools were built, because most parents preferred that their children return home for lunch.

As school feeding services have become essential in recent years, there has not been enough tax money to keep up with the expanding population and build cafeterias, too. Property owners feel that property taxes are already burdensome, so there is little hope for more revenue from this source.

The school board and school officials are working with the Texas Education Agency, which administers FNS Child Nutrition programs in Texas, and various Federal agencies to find means of reaching all of the students with a good lunch.

Many South Texas schools without cafeteria facilities are in the same predicament as Weslaco.

All of these no-program schools are stretching to meet the food needs of their students as they have never stretched before, says Mrs. Kitty McLaughlin, school food consultant of the Texas Education Agency, who is helping the school officials take every advantage of the funds, food and services available from the Food and Nutrition Service. ☆

break for the "lunch bus"



Aboard the "lunch bus" students are on their way to the Stephen Austin Elementary School, which has one of the two school cafeterias available to the 5500 pupils in the Weslaco, Texas, public schools. Student safety patrol leaders help to keep order on the bus and during lunch.

PARTNERS IN OUTREACH

A 2-YEAR-OLD DECISION to use young handicapped men and women for a routine assembling job is paying rich dividends to FNS and to the people the agency is seeking to help.

For FNS the decision means improved mail service to the public, more effective use of personnel, and substantial savings.

For the handicapped adults, the decision means a chance to earn some money and to become productive workers.

Through contracts with the Occupational Training Center—a nonprofit workshop in Washington, D.C.—FNS is helping to provide employment and rehabilitation to dozens of retarded persons bent upon helping themselves.

The contracts call for the "center" to collate, count, package, and mail thousands of food information kits designed for FNS outreach programs. Each kit contains approximately 20 pieces of literature on Federal feeding



A converted synagogue in northeast Washington serves as the assembly plant of FNS food kits contracted out to OTC. Here, several handicapped workers begin phase one of the assembly operation: collating inserts. For many workers the FNS contracts represent the first opportunity for paid employment. At OTC, workers are paid the same rate as that to non-handicapped.

programs, such as the Food Stamp, National School Lunch, and Food Distribution Programs. So far, 38,000 of the *So All May Share* food kits have been assembled, with a contract to assemble 40,000 more.

Before FNS contracted the workshop to handle the kit assembling, the agency lost a lot of man-hours using its employees to do the job. Often FNS employees worked on the kits in between other duties, thus sacrificing output and creating mailing delays. Furthermore, the use of FNS personnel cost the agency twice as much as under the present system.

By using the training center, FNS is assured of professionally stuffed kits and faster service in filling requests for them. That's because at OTC the workers needn't worry about interruptions. Once they receive all of the materials going into the kits, they begin putting the kits together and continue to work on them until the last one has been assembled.

Director of workshop operations and the man mainly responsible for landing the FNS contracts is 60-year-old Martin S. "Mark" Weiss. A former government branch chief who spurned the leisure of retirement to do what he could for others, Weiss has started a whole new career.

At OTC, he is charged with ob-

taining paid employment for the handicapped and seeing to it that work is completed as ordered.

In the 2 years that he has been with the center, Weiss has tripled the workshop's contract work and increased the take-home pay of about 200 handicapped men and women.

Among whom is 21-year-old Clarence Thompson.

A few years ago Clarence didn't know how to wash himself, or how to tie his shoes, or even how to ride a bus. He had been expelled from public schools, exhibited abnormal behavioral tendencies, and had never learned a trade.

Today Clarence is a changed young man. He still needs supervision, but he now has a trade and earns over \$100 a month, which he uses to help his mother buy food.

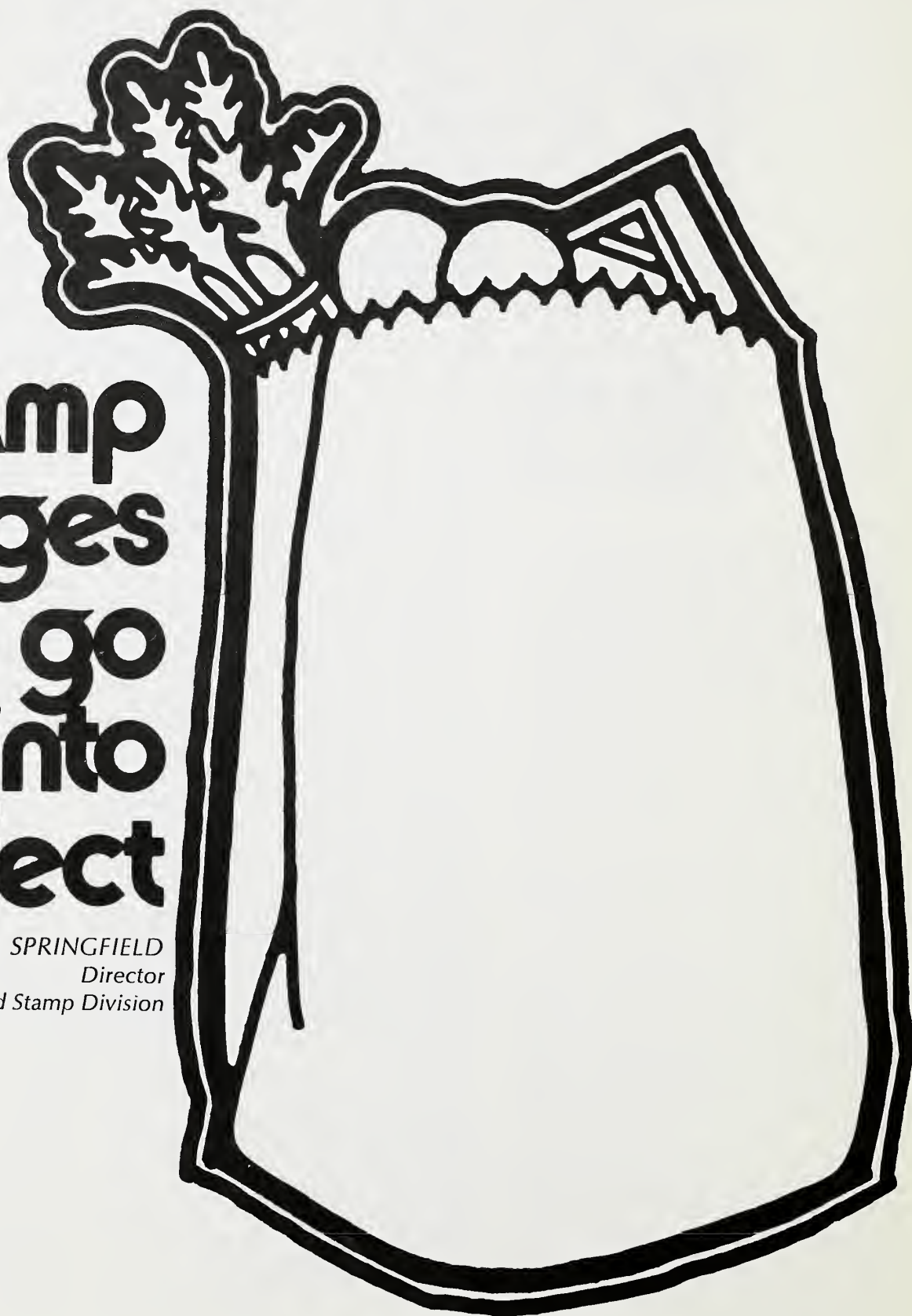
Since joining the center, Clarence has learned how to stuff kits and make candles and looks forward to getting an outside job.

On a tour of the workshop's activities, "Mark" Weiss remarked: "Take a look around. All one sees are happy faces."

Besides mailing services, OTC's workers provide competitive services in engraving and embossing; electrical component assembling; wood-working; and minor repairs . . . to name just a few. ☆

food stamp changes go into effect

BY JAMES E. SPRINGFIELD
Director
Food Stamp Division



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HIS FALL MANY persons who have been purchasing food stamps or who will wish to buy food stamps will be greatly affected by the new food stamp law and by the new regulations that USDA announced for the Food Stamp Program on July 22, 1971.

The regulations implement the bill that Congress debated in late 1970 and that President Nixon signed into law on January 11, 1971 (P.L. 91-671) amending the Food Stamp Act of 1964. The new law provides major reforms in the program, among which are the following:

- ★ Establishment of uniform eligibility rules.

- ★ Annual review of the value of the food stamp allotment to take account of changes in retail food prices.

- ★ Extension of authority for program appropriations through fiscal year 1973.

- ★ A stamp allotment sufficient to purchase a nutritionally adequate diet with the cost limited to 30 percent or less of household income.

- ★ Definition of a "household" as a group of "related" individuals.

- ★ The requirement that able-bodied persons, with exceptions, register for and accept reasonable job offers.

- ★ Variable purchase requirements, which enable eligibles to buy less than full allotments.

- ★ Option of having cost of stamps deducted from welfare checks.

- ★ Use of coupons by elderly to purchase meals delivered by defined agencies.

- ★ Required "outreach" efforts by States (with Federal cost sharing) to bring more needy people into the program.

- ★ Limited concurrent distribution of food stamps and donated foods in the same area.

- ★ "Fair hearing" rights for aggrieved program participants.

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Following the rule-making procedure set forth in the Federal Register on July 10, 1971, USDA published food stamp regulations in proposed form to implement the new law. These proposed regulations, published on April 16, 1971, were publicized widely to the media: a press release and newsletter were sent out immediately. In this way we encouraged the public to comment and give

suggestions and recommendations.

We welcomed the responses we received from over 780 individuals and organizations who made some 3,600 comments. We have, as the result of these helpful comments, been able to make many improvements in the final regulations. However, we could not act on many suggestions which conflicted with basic requirements of the law.

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ome of the highlights of the new regulations are the following:

NATIONAL ELIGIBILITY STANDARDS: Eligibility for the Food Stamp Program will be determined according to uniform national income and resources standards set by the Secretary of Agriculture. Consistent with a number of suggestions sent in on the proposals, households in which all members are receiving public assistance and are related are eligible for food stamps without regard to the income and resources eligibility standards applied to all other households.

Standards for Alaska and Hawaii are adjusted in accordance with the separate poverty guidelines and food costs peculiar to those States.

MONTHLY MAXIMUM INCOME ELIGIBILITY LEVELS			
Persons	48 States & D.C.	Alaska	Hawaii
1	\$170	\$208	\$193
2	222	272	254
3	293	400	373
4	360	480	467
5	427	573	560
6	493	667	640
7	547	733	707
8	600	800	773
Each additional person (Add)	\$53	\$67	\$67

HOUSEHOLD DEFINITION: For a household to be eligible for food stamps, all members of the household under 60 years of age must be related by blood, affinity (the relationship which one spouse because of marriage has to the blood relatives of the other), or through a legal relationship sanctioned by State law.

In response to several comments we received objecting to our failure to provide for a "common law" marriage relationship in those States which do not legally recognize common law marriages, the definition of "related" has been revised to include a man and woman living as man and wife, if they are accepted as married by the community in which they live. This change will include those persons who would be considered married if a common law relationship were recognized by the State.

Foster, adopted and other children under 18 years old for whom an adult member has assumed a parental role

are also considered related members of a food stamp household. An unrelated roomer or boarder is not considered part of the household and will not disqualify the household from the Food Stamp Program.

INCOME to be measured in determining household eligibility and purchase requirement (the amount the household is to pay for its food stamp allotment) is, in general, any cash or payments to members of the household from any source, including all types of public assistance, scholarships and educational grants.

Changes have been made to allow the cost of educational expenses for tuition and mandatory fees, including those paid for by scholarships, grants, loans, fellowships, and veterans benefits, to be deducted from income in determining eligibility.

In addition, the regulations have been changed to allow: a deduction of 10 percent of earned income or training allowance (not to exceed \$30 per household per month) in recognition of the costs of going to work or taking training; deductions for shelter costs that exceed 30 percent of income; medical payments in excess of \$10 per month for the household; payments for child care when necessary for a household member to accept or continue employment; and unusual expenses resulting from disaster or casualty losses.

Under the shelter provision, changes have been made to allow basic phone service as a utility hardship.

Not counted as income to the household are: the earnings of a child under 18 who is still in school; benefits which do not involve a cash transaction (e.g. the free use of living quarters); certain non-recurring lump-sum payments such as insurance settlements, inheritances, income tax refunds; and all loans except educational ones on which repayment is not due until completion of the recipient's education.

Mandatory deductions from earnings in amounts which are not elective by the recipients, such as income tax, Social Security tax, and required union dues, are considered as a "household expense" in arriving at the household income figure.

RESOURCES such as savings accounts, negotiable securities and certain property, are limited to \$1500 per household, plus an additional \$1500 for households of two or more containing at least one person 60 years old or older.

Not counted as resources are the value of such items as a home, household goods, car, personal effects, cash value of life insurance policies, income-producing property, and tools and machinery essential to employment or self-support.

However, resources do include such nonliquid assets as non-income-producing buildings, land, or other real or personal property, at fair market value.

TAX DEPENDENTS: No household can be eligible if it has a member over 18 years old who is claimed

as a dependent for Federal income tax purposes by a parent or guardian in another household which itself is not eligible for either food stamps or donated foods. Although there were many objections to this provision, it is required by law and must remain.

WORK REGISTRATION: The law sets work registration as an eligibility requirement for food stamps for any able-bodied household member between ages 18 and 65, unless that member is responsible for the care of dependent children under 18 or of incapacitated adults; a student enrolled at least half time in any school or training program recognized by any Federal, State or local government agency; working at least 30 hours per week.

The work registration form is to be forwarded by the food stamp certification office to the State or Federal employment office for the area.

For the household to be eligible for stamps, the registered member or members of the household must cooperate in seeking and accept employment of a type and in a location reasonably consistent with physical and mental fitness (with consideration of transportation costs and commuting time) and at wages, including piece-rate basis, that are the highest of applicable Federal and State minimums or other authorized Federal regulations, but in no case less than \$1.30 per hour.

Modifications have been made to make it clear that State agencies must determine the suitability of available

jobs for work registrants on the basis of criteria listed. The services of the Department of Labor and Federal and State employment offices will be utilized.

The revised regulations also make it clear that persons not working because of a strike or lockout are required to comply with the work registration requirement but do not have to work at a plant subject to a strike or lockout. In addition, the registrant cannot be required to join, resign from, or refrain from joining any recognized labor organization as a condition of employment.

FOOD STAMP ALLOTMENT: Allotments of food stamps are geared to cost of USDA's economy diet, with the amount of money paid by households not to exceed 30 percent of income. Stamps will be issued free to one- and two-person households with incomes under \$20 per month, and all other households with incomes under \$30.

Under the new law public assistance households may elect to have payment for their full allotment of food stamps deducted regularly from money they get under any federally aided assistance program.

All households may elect at time of issuance to receive all, three-quarters, one-half, or one-quarter of their monthly food stamp allotment, with their payment adjusted accordingly. Public assistance households electing to have their payments for food stamps deducted from their welfare check may return the full allotment of

EXAMPLES OF MONTHLY ALLOTMENTS AND AMOUNTS TO BE PAID BY RECIPIENTS IN THE 48 CONTIGUOUS STATES AND DISTRICT OF COLUMBIA:				
For a Household of:	1	2	4	6
Food Stamp Allotment	\$32	\$60	\$108	\$148
Purchase Requirement (Net Monthly Income)				
\$ 0- 19.99	Free	Free	Free	Free
20 - 29.99	1	1	Free	Free
100-109.99	18	23	25	27
150-169.99	26	36	41	43
190-209.99		48	53	55
210-229.99		54	59	61
250-269.99			71	73
290-309.99			83	85
330-359.99			95	97
360-389.99			99	106
450-479.99				133
480-509.99				139
Note: Because food costs are determined to be significantly higher in Alaska and Hawaii, food stamp allotments are greater than those of the other 48 States. Separate issuance tables for Alaska and Hawaii were published in the Federal Register July 29, 1971.				

properly issued food stamps to the State agency for a refund of their purchase requirement.

MEAL SERVICE: Elderly participants who are disabled or feeble and cannot adequately prepare all of their own meals may use food stamps to pay for meals delivered to them by nonprofit meal delivery services. These delivery services, like retailers and wholesalers, will be authorized to redeem stamps by FNS.

DUAL FOOD ASSISTANCE: When a Food Stamp Program opens in a county or city that has been distributing donated foods, both programs will be permitted at the State's request for a transition period up to 3 months.

Both programs may be operated permanently provided that funds are available and that the national eligibility standards are used for both programs, together with controls to prevent double participation by the same household.

However, the Department does not intend to approve such dual operations in the foreseeable future. Temporary emergency distribution of donated foods may be made in food stamp areas when FNS determines that commercial food distribution channels have been disrupted.

FAIR HEARING PROCEDURES: The regulations spell out procedures by which any participant aggrieved by an action of the State agency or its local counterpart affecting participation can ask for a fair hearing. Each household is to be informed of its right to a hearing at the time of application. Reasonable time to enter a request for a hearing, reasonable advance notice of the date of the hearing, the right to examine documents and confront witnesses, and prompt decisions are required.

TRANSFER OF ELIGIBILITY: Certified households (except those certified under disaster or emergency provisions) may transfer eligibility for

60 days following a move from one food stamp area to another, provided the household circumstances remain the same.

OUTREACH EFFORTS: States are required to develop an "outreach" program within 180 days of publication of the regulations, to be approved by FNS and to become part of the State Food Stamp Plan of Operation. In outreach activities by the States, emphasis has been placed upon provision of bilingual materials.

ELIMINATING PROGRAM ABUSE: Provisions aimed at eliminating abuses of the program require that "quality control" plans be included in each State's Food Stamp Plan of Operation. Misuse of "authorization to purchase" cards (the document households get when certified for participation, commonly termed ATP cards) is subject to the same penalties as unauthorized issuance and use of the food stamp coupons themselves.

RETAILING AND WHOLESALING: The revised regulations add the stipulation that authorized food retailers and nonprofit meal delivery services must not knowingly enter into any food stamp transaction in which the main purpose of the customer is to obtain cash change.

Otherwise, rules and procedures for accepting and redeeming food stamp coupons on the part of retailers, wholesalers, and banks are unchanged, as are the provisions covering disqualification proceedings against authorized firms.

ELIMINATION OF CREDIT PROVISIONS: Eliminated from the new regulations were the credits provisions, under which improperly denied benefits subsequently gained at a hearing would have been retroactively credited at State expense toward food stamp purchase requirements. The overwhelming majority of all comments received were opposed to the provisions as impossible to administer and requiring special State legislation.

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s a result of these many changes in the operation of the Food Stamp Program, many present and prospective participants will be significantly affected.

On the negative side, we estimate that a small number of persons not receiving welfare assistance (60,000-65,000 people) will be made ineligible for the program. Benefits will be reduced for up to 2 million current participants. A large majority of these will receive reductions of \$4 per person per month or less.

On the positive side, some 275,000 participants who would have lost their eligibility under the proposed regulations will now retain eligibility. This is possible because public assistance households are eligible without regard to income standards. In addition, almost 900,000 persons will receive free stamps. We also anticipate that some 1.7 million additional persons will join the program as a result of the national uniform eligibility standards. And approximately 7 million current participants will receive an increase in bonus coupons of up to \$2 per person per month. ☆

AUTHORITY CHANNELS FOR THE FOOD STAMP PROGRAM

Congress Passes Legislation (Public Law 91-671, "To amend the Food Stamp Act of 1964, as amended")

Food and Nutrition Service of the U.S. Department of Agriculture translates law into regulations (7 Code of Federal Regulations, Parts 270, 271, 272, 273, 274) Printed in Federal Register July 29, 1971

Regional Directors of Food and Nutrition Service administer program.

Authority for certifying recipients and issuing food stamp coupons assumed by State welfare agencies as spelled out in State Plans of Operation.

Authority for authorization and supervision of retail food stores and wholesale food firms exercised by Food and Nutrition Service.

Local welfare agency: Determines eligibility of applicant households

FNS District Managers: Coordinate program operations between Regional Director and Project Officers-in-charge

Arranges for food stamp issuance, control of funds, security.

Project Officer-in-Charge:

Carries out day-to-day administrative and educational functions with authorized food retailers, wholesalers, redeeming banks, and other interested groups in the area or areas he serves.

TIMETABLE FOR STATES TO IMPLEMENT REGULATIONS

By Sept. 27, 1971 (60 days after publication in the Federal Register)	States submit a new "plan of operation to the Food and Nutrition Service.
Within 30 days after approval of State plan by the Food and Nutrition Service	The coupon allotment, purchase requirement, and household eligibility standards to be used for all new applications and household recertifications.
Within 90 days after approval of State plan by the Food and Nutrition Service	Other regulation provisions to be implemented.
By Jan. 24, 1972 (180 days after publication in the Federal Register)	States to submit outreach plan to the Food and Nutrition Service. Emphasis should be on provision of bilingual materials.
By May 1, 1972	Recertification of the entire caseload in all States must be completed.

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